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ABSTRACT

IN THIS EVALUATION REPORT, SPECIAL ATTENTION IS GIVEN TO ELEMENTARY AND SECONDARY EDUCATION TITLE I ACTIVITIES CONDUCTED BY LOCAL EDUCATIONAL AGENCIES IN THE MAJOR URBAN AREAS OF NEW YORK STATE, AND TO THOSE CONDUCTED BY THE NEW YORK CITY BOARD OF EDUCATION AND ITS DECENTRALIZED DISTRICTS. THE NINE-PART REPORT, WHICH PRESENTS SPECIFIC DATA REQUESTED BY THE OFFICE OF EDUCATION AS WELL AS OTHER RELEVANT INFORMATION, FOCUSES ON PARTICIPATION, PLANNING, AND IMPLEMENTATION OF PROGRAM ACTIVITIES; ASSISTANCE GIVEN TO LOCAL EDUCATION AGENCIES BY THE STATE EDUCATION DEPARTMENT (SED); OVERVIEW OF PROGRAMS, IN ADDITION TO TITLE I PROGRAMS, FOR THE DISADVANTAGED IN NEW YORK STATE; REORGANIZATION OF AND ADMINISTRATIVE CHANGES WITHIN THE SED; RESULTS OF THE STATEWIDE ACHIEVEMENT TESTING PROGRAM; AND, INSERVICE EDUCATION EFFORTS FOR TEACHERS OF THE DISADVANTAGED CHILD. AMONG THE MAJOR FINDINGS WERE THE FOLLOWING: THAT THE SED HAS EXERCISED CONSIDERABLE CARE IN ATTEMPTING TO AVOID DUPLICATION OF EFFORT BY THE MANY COMPENSATORY EDUCATION PROGRAMS; STATEWIDE, THOSE CLASSIFIED AS BELOW MINIMUM COMPETENCE ARE NOT QUITE MANAGING TO MAINTAIN THEIR PLACE; AND, THAT SELECTED "TREATMENT" ACTIVITIES, SUCH AS READING, APPEAR TO BE HAVING A POSITIVE EFFECT AND THAT SMALL BUT STEADY GAINS ARE BEING MADE. CHARTS AND TABLES OF STATISTICAL DATA ARE INCLUDED. (JM)

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ELEMENTARY AND SECONDARY EDUCATION
ACT OF 1965 - TITLE I

The New York State Annual Evaluation Report for 1967-68 Fiscal Year

This report was prepared for the Office of the ESEA Title I Coordinator
and was filed with the U.S. Office of Education in partial fulfillment
of the requirement of the Elementary and Secondary Education Act

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The University of the State of New York
THE STATE EDUCATION DEPARTMENT
Division of Evaluation
Albany, New York 12224

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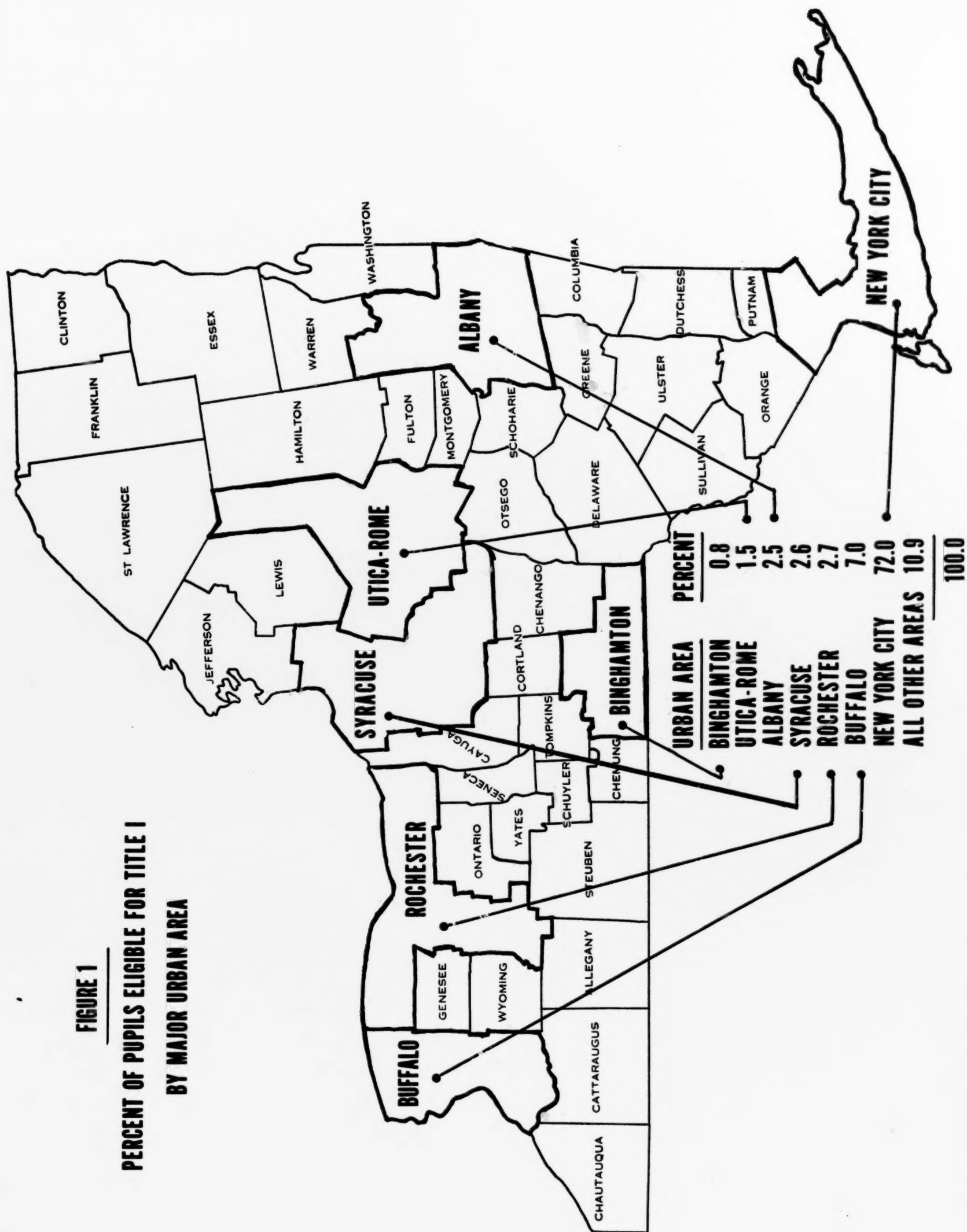
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INTRODUCTION

FIGURE 1

**PERCENT OF PUPILS ELIGIBLE FOR TITLE I
BY MAJOR URBAN AREA**

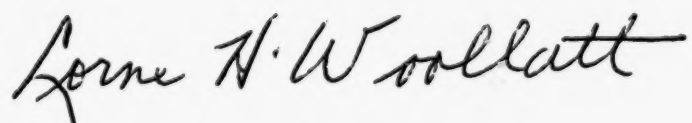


During the third year of Title I, Elementary and Secondary Education Act of 1965, program activities in New York State featured a further refinement of goals and objectives relative to compensatory education. In effect, 1967-68 represented the second full year of Title I program operation, since much of the first year (1965-66) was spent in organizing the State, establishing initial objectives, and disseminating information to local education agencies.

Figure 1 shows the major urban areas of New York State. Since 89.1 percent of all pupils eligible for participation in Title I programs are residents of them, special attention is given to Title I activities conducted by local educational agencies in these urban areas. Similarly, since 72 percent of all eligible students are residents of the New York City urban area, particular attention is given to Title I program activities conducted by the New York City Board of Education and its decentralized districts.

The report which follows fulfills the obligation of New York State to file an annual evaluation report with the United States Office of Education. The report is divided into nine major parts in addition to Conclusions and Recommendations. Each major part includes specific data requested by the United States Office of Education as well as other relevant information. Parts I, VII, and IX are most closely related to participation, planning, and implementation of program activities. Part II concerns the assistance given to local education agencies by the State Education Department, while Part VI offers an overview of the programs, in addition to Title I, which made up the total effort to aid the disadvantaged in New York State during 1967-68. Parts III and V deal with the reorganization of and administrative changes within the State Education Department necessitated by the continuing need to maintain a position of leadership in education. Part IV contains data concerning the results of the statewide achievement testing program for the past 3 years, while Part VIII describes inservice education and training efforts designed to better prepare teachers for the task of educating the disadvantaged child.

The report was coordinated and compiled by Elsie L. Finkelstein under the direction of Leo D. Doherty, Supervisor of the ESEA Evaluation Unit.



Lorne H. Woollatt

PART I

THE EXTENT OF THE PROBLEM

During the 1967-68 fiscal year, 926 Title I programs were conducted in 728 of the 765 eligible districts in New York State. The 728 participating districts represented 89 percent of the 820 operating districts in the State and 95 percent of those eligible for participation under Title I of ESEA.

A total of 537,478 public school and 61,178 nonpublic school pupils received benefits from programs conducted by 622 districts during the regular school year. In addition, 292,615 children were participants in programs conducted by 445 districts during the summer months. Of the 728 participating districts, 106 conducted only summer programs, while 283 conducted only regular school year programs, and 339 conducted both. Table 1 indicates the number of pupils participating in programs by grade level. In New York State, all children are considered public school pupils during the summer months regardless of their regular school year enrollment.

The 926 programs were conducted during the regular school year and as summer projects. Of the total, 889 were conducted in districts other than New York City. The 37 programs in the New York City school system were divided as follows: 35 were conducted by the Central Board of Education, and the remaining two represented the 523 individual projects conducted by the City's decentralized districts.

Material content and academic objectives of the programs have been classified into 12 major areas of emphasis. Table 2 indicates the pupil participation in each major area according to public and nonpublic school membership.

From table 2, it may be seen that during the regular school year, 167,216 pupils participated in enrichment programs designed to broaden experiential backgrounds. These programs featured field trips to museums, historical sites and civic centers. In a continued effort to prevent the entrance into the school system of a child with an inherent disadvantage, the preschool and kindergarten programs served 61,866 pupils during the regular school year and 23,419 during the summer sessions. Title I funds have made it possible for many school districts to offer art education programs to many more students than would have been possible without such financial assistance. During the regular school year, 51,572 pupils participated in art programs, while 21,431 pupils received art education during the summer session. The "Other" category subsumes such content areas as science and social studies dealing with specific needs peculiar to pupil disadvantage in a local district.

Because of the Title I emphases on reading improvement programs, mathematics programs, and the provision of Pupil Personnel Services, tables 3 and 4 are presented to indicate pupil participation for regular school year programs and for summer school programs by grade level in the three areas.

Table 1

Unduplicated Count of Pupils in Title I Programs

Grade Level	Regular School Year			Summer Session
	Public Schools	Nonpublic Schools	Total	All Schools
PreK	11,833	392	12,225	5,058
K	57,059	2,074	59,133	13,947
1	67,409	5,414	72,823	31,343
2	64,358	7,178	71,536	31,137
3	47,350	8,675	56,025	31,889
4	43,109	8,488	51,597	30,679
5	41,099	7,885	48,984	29,510
6	38,986	6,966	45,952	27,555
7	35,354	5,600	40,954	17,214
8	32,611	4,769	37,380	14,738
9	33,940	1,054	34,944	16,198
10	24,893	973	25,866	15,797
11	16,577	798	17,375	13,662
12	12,513	636	13,149	10,740
Handicapped	7,056	121	7,177	818
Nongraded	3,331	155	3,486	2,330
TOTAL	537,478	61,178	598,656	292,615

Table 2

Number of Pupils Participating by Major Area of Emphasis

Area of Emphasis	Regular School Year			Summer Session
	Public	Nonpublic	Totals	
Art	39,443	12,129	51,572	21,431
English as 2nd Language	14,005	6,531	20,536	4,816
Enrichment Experiences	144,872	22,344	167,216	48,843
Health, Phys. Educ. & Rec.	37,887	10,953	48,840	11,029
Mathematics	28,339	19,496	47,835	34,717
Music	22,242	769	23,011	13,852
Preschool-Kindergarten	61,778	88	61,866	23,419
Programs for Handicapped	12,150	2,605	14,755	1,081
Pupil Personnel Services	119,526	96,225	215,751	8,923
Reading Improvement	220,413	31,155	251,568	60,572
Vocational Work Study	8,053	2,701	10,754	5,081
Other	11,210	1,419	12,629	1,291

Table 3

Number of Pupils Participating by Grade Level Groupings in Regular School Year Programs
for Three Major Areas of Emphasis

Major Areas of Emphasis	PreK		K		1-3		4-6		7-9		10-12		Total
	Public	Non- public	Public	Non- public	Public	Non- public	Public	Non- public	Public	Non- public	Public	Non- public	
<u>Reading Improvement</u>													
N.Y.C.	--	--	--	--	70,509	4,703	36,323	9,128	3,870	1,808	3,573	--	114,275
Upstate	--	--	7,893	627	35,107	5,642	29,929	5,502	18,868	2,362	9,478	561	101,275
Total	--	--	7,893	627	105,616	10,345	66,252	14,630	22,738	4,170	13,051	561	215,550
<u>Pupil Personnel Services</u>													
N.Y.C.	6,682	--	7,239	--	10,471	33,349	9,665	32,041	19,424	22,150	17,930	1,166	71,411
Upstate	364	69	3,381	206	12,775	2,387	12,418	2,335	11,267	1,599	7,156	786	47,361
Total	7,046	69	10,620	206	23,246	35,736	22,083	34,376	30,691	23,749	25,086	1,952	118,772
<u>Mathematics</u>													
N.Y.C. ¹	--	--	--	--	4,022	6,023	7,808	12,800	6,316	165	5,830	--	23,976
Upstate	--	--	173	--	944	111	1,470	249	950	138	197	10	3,734
Total	--	--	173	--	4,966	6,134	9,278	13,049	7,266	303	6,027	10	27,710
													19,496

¹ While no mathematics projects as such were submitted by New York City for public school children, these children participated in other projects submitted by both the Central Board and the decentralized districts which included mathematics as a major area of emphasis.

Table 4

Number of Pupils by Grade Level Groupings Participating
in Summer Programs for Three Major Areas
of Emphasis

Major Areas of Emphasis	PreK	K	1-3	4-6	7-9	10-12	Total
<u>Reading Improvement and Language Arts</u>							
N.Y.C.	--	--	7,013	3,613	5,924	5,468	22,018
Upstate	--	1,209	16,401	15,652	4,277	874	38,413
Total	--	1,209	23,414	19,265	10,201	6,342	60,431
<u>Pupil Personnel Services (Guidance & Counseling)</u>							
N.Y.C.	310	342	2,064	1,965	1,956	913	7,550
Upstate	--	36	526	527	190	68	1,347
Total	310	378	2,590	2,492	2,146	981	8,897
<u>Mathematics</u>							
N.Y.C.	--	--	1,982	6,277	6,557	5,815	20,631
Upstate	--	359	5,612	6,343	1,493	215	14,022
Total	--	359	7,594	12,620	8,050	6,030	34,653

Table 5

Estimate of Staff Positions Funded Under Title I

Staff Positions	Regular School Year			Summer Session		
	State	N.Y.C.	Total	State	N.Y.C.	Total
<u>Teachers</u>						
PreK, K, Elem. & Sec.	2,052	9,604	11,656	3,260	3,349	6,609
<u>Other Professionals</u>						
Librarians, School Psychologists, School Social Workers	1,173	2,788	3,961	709	969	1,678
<u>Teacher Aides</u>	700	10,412	11,112	1,064	992	2,056
<u>Other Nonprofessionals</u>						
Clerical, Transportation	594	3,060	3,654	711	6,071	6,782
Total	4,519	25,864	30,383	5,744	11,381	17,125

Staffing

Based on the number of staff positions financed by Title I funds in school districts representing 84 percent of the total funds allocated as aid to local districts, the total staffing in all participating districts has been estimated as shown in table 5. More than 30,000 positions were funded during the regular school year, and more than 17,000 were funded during the summer session.

PART II

DEPARTMENTAL ASSISTANCE

In fiscal 1968, State Education Department Title I personnel conducted 159 on-site visits to 114 local districts conducting Title I programs. The percent of visits by content area is indicated in table 6.

Table 6
Percent of Site Visits
by Content Area

Content Area	Percent
Agriculture	3
Art	4
Business	6
Early Childhood	9
Educational Communications	3
Elementary School Supervision	3
Guidance	9
Health, Phys. Ed. & Rec.	9
Health Services	10
Mathematics	4
Music	15
Physically Handicapped	1
Psychological Services	6
Reading	9
Social Services	9
	100

On-site visits had three major objectives: assessment of program content, review of operation, and advisory assistance if appropriate. State Education Department staff members observed programs in action and discussed related program aspects with people responsible for improving local program quality. Reports of each visit were distributed to the Title I Coordinator, the Title I Evaluation Unit, and the local district. The reports were designed to point out strengths of the separate programs and areas in need of improvement.

Although only about 15 percent of the participating districts were served through site visits, assistance in program planning and development was extended to all districts; project applications are reviewed by appropriate Education Department specialists before final approval is granted. More than 80 Education Department specialists review project applications and make recommendations to the Office of the Title I Coordinator. Pertinent recommendations then are forwarded to local school districts for action. Most project applications were submitted in "umbrella form," with one application encompassing many different program areas; the 926 projects represented 2,368 different programs, many of which were supplemented by supportive services. The Departmental project "readers"

serve in the following program areas: reading, English, mathematics, social studies, science, foreign language, music and art, health and physical education and recreation, library services, pupil testing, pupil personnel services, intercultural relations, handicapped, early childhood, vocational and occupational education, elementary and secondary school supervision, educational communications, educational finance, facilities planning, curriculum development, and evaluation. The individual units are available for consultation for all programs.

To illustrate the myriad program emphases resulting in 2,368 different programs, table 7 shows the number of programs in each major area of content emphasis for programs in the regular school year and the summer—a total of 1,466 programs. In addition, during the regular school year, 551 programs stressed curriculum modification as follows: curriculum development, 107; special curriculum for the disadvantaged, 199; implementation of curriculum previously developed through Title I, 245. Other programs emphasized supportive services—library development, 192; multimedia centers, 159.

Table 7
Programs by Major Area of Emphasis

Program Area	Regular School Year	Summer Programs
Art	11	7
English as a Second Language	6	5
Enrichment	40	50
Handicapped	33	16
Health, Phys. Ed. & Rec.	16	18
Language Arts	60	40
Mathematics	40	92
Music	5	12
PreK - K	36	44
Pupil Personnel Services	119	10
Reading	421	242
Speech Therapy	31	11
Student Employment	14	6
Tutorial Study Centers	49	7
Vocational Education	8	4
Other	10	3
TOTAL	899	567

Each project application must contain a detailed evaluation plan which is reviewed by the ESEA Evaluation Unit of the State Education Department. In the event that changes or modifications are necessary, the Evaluation Unit is available to assist the district in preparing a revised

plan. In addition, the State Education Department has contracted with evaluation consulting agencies to provide local evaluation assistance at no cost to the school district. These agencies are located in six strategic geographic areas of the State. The regional arrangement is predicated upon the assumption that familiarity with local needs and problems will facilitate and strengthen the evaluation process. During fiscal 1968, negotiations were conducted with two additional agencies to provide services for the succeeding year.

A publication, Assessment and Evaluation Handbook,¹ dealing with problems relevant to evaluation design and implementation, has been prepared by the ESEA Evaluation Unit and distributed to all local school districts throughout the State.

Under the sponsorship of the Department's Division of Educational Communications, an educational TV cable system for use with the disadvantaged has been established at Herkimer, New York. The system involves TV cable service to two elementary target schools (K-6) in Mohawk and Frankfort, New York. It can receive 11 channels offered by the local Antenna-Vision System, including Educational Channel 17, located in Schenectady. The Educational Communications Director of the Herkimer County BOCES has direct supervision of the program; the Antenna-Vision, Incorporated, of Ilion, has provided studio space and cable connections to the two elementary schools. The studio equipment includes a film chain, two video tape recorders, and supporting equipment. Each of the schools has a video tape recorder and approximately 30 receivers.

In this way, a wide variety of programs can be received independently by the schools involved. Video tapes are mailed from the State's videotape library (operated by the Department's Division of Educational Communications) and can be transmitted through the system to the two schools or used independently by each school on its video recorders. A curriculum committee assists in the planning of the programs. The system serves approximately 1,500 students and 60 teachers. Programs designed and transmitted with this system are aimed especially at the disadvantaged and include such content areas as science, music, numbers, and social studies.

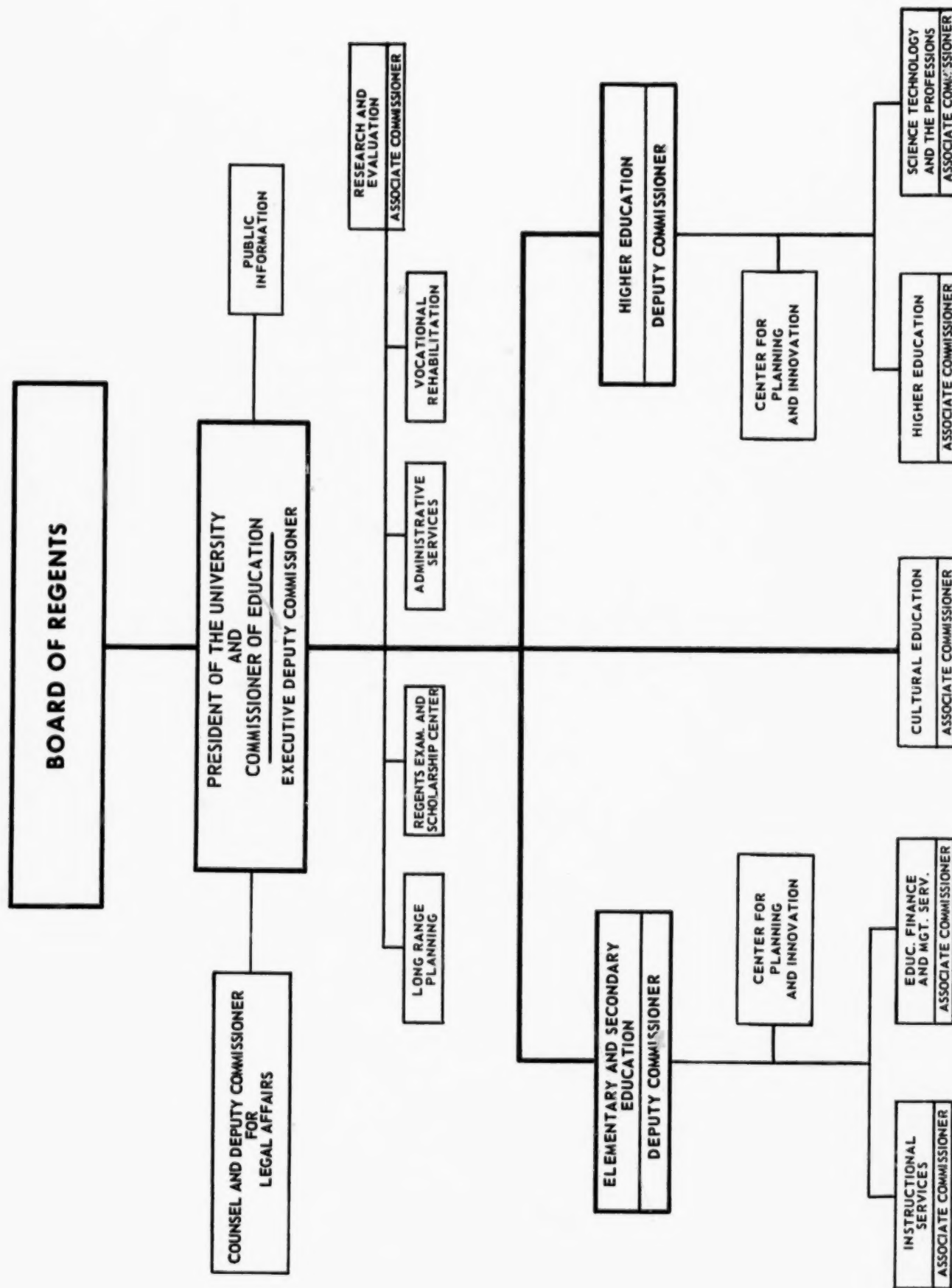
¹Division of Evaluation. Assessment and Evaluation Handbook: Title I ESEA
State Education Department. Albany, N.Y. June 1968.

PART III
DEPARTMENTAL CHANGES

CHART 1

NEW YORK STATE EDUCATION DEPARTMENT

SENIOR LEVEL REORGANIZATION



Reorganization of State Education Department

In recognition of the need for an organizational structure that is both sensitive to and reflective of the ever-changing needs of the State's educational system, the State Education Commissioner, on behalf of the Board of Regents, announced a major reorganization of the State Education Department effective about May 1, 1969. The reorganization was designed to strengthen the potential for State leadership in education, to streamline the administration and supervision of the Department's many and diverse functions, and to reduce the Commissioner's administrative load.

The reorganization places the majority of the Department's divisions and bureaus under the authority of the Deputy Commissioner for Elementary and Secondary Education and the Deputy Commissioner for Higher Education. In addition, each major area will be served by a center for planning and innovation which will have the responsibility of directing and coordinating the design, evaluation, and dissemination of innovative educational practices and supplementary services. A diagram of the new arrangement is presented in chart 1.

Office of Urban Education

During the 1968 session, the New York State Legislature authorized the funding of an Urban Education Program to encourage constructive action in improving urban school systems. Accordingly, the State Education Department formed the Office of Urban Education, which administered the expenditure of \$26 million appropriated by the Legislature for the period July 1, 1968, to December 31, 1968, in 26 urban school districts. An additional \$26 million was appropriated for the period January 1, 1969, to June 30, 1969. This follows closely the established fiscal policy of concentrating financial aid in critical areas with emphasis on supporting local effort.

In establishing the Office of Urban Education, the Board of Regents stated that the major problem of education in New York State today lies in the cities. The Regents, therefore, have directed the State Education Department to develop a strategy for the revitalization of urban school systems, rebuilding them in accordance with master plans to be prepared for each major city and its metropolitan area.²

The Regents' Guidelines for the Urban Education Program may be summarized as follows:

1. State efforts shall be to assist local authorities in providing equality of educational opportunity, integrated in social and racial content, to all persons in urban areas.
2. Strong emphasis shall be placed on neighborhood or

²Urban Education, A Statement of Policy and Proposed Action. State Education Department. Albany, N.Y. November 1967.

community participation in the governance of educational programs.

3. New expenditures shall be directed toward continuation and expansion of projects proven to be successful.
4. Educational programs shall be coordinated painstakingly with the services of other local, State and Federal public and private agencies.
5. Educational programs shall be designed to have sufficient concentration of resources to assure that substantial improvements in performance will be attained.
6. Planning and implementation of educational programs shall be the result of the assistance to local and neighborhood agencies of technical and professional personnel recruited from the community, colleges and universities, private industries, and institutions.
7. The most pressing problem with respect to improving urban education is the training of qualified personnel to serve the educationally deprived. In addition to training and retraining of professional personnel, programs shall be designed to recruit and train indigenous talent from the neighborhoods to serve in professional and paraprofessional positions in their own or similar community schools.

This thrust, then, will reinforce the effort being made through the current Title I programs.

Center on Innovation in Education

Although the reorganization of the State Education Department included the establishing of a Center on Innovation in Education under the direction of each new Deputy Commissioner, such a center had been in operation for the past several years in the field of elementary and secondary education. The Center on Innovation provides a focus in the State Education Department for innovation and attention to educational change. It seeks to identify emerging trends and alerts the Department and the schools to their implications for education. It works with all units of the Department in the promotion of new ideas and has been especially active in the Department's program for quality integrated education. It maintains an inventory of new developments in education and disseminates information on these to interested persons throughout the State.

Title III of the Elementary and Secondary Education Act provides an opportunity to plan innovative educational programs for the disadvantaged. Through the administration of Title III funds and State funds for innovative programs, the Center stimulates local development of such programs. In cooperation with the new Supplementary Education Centers, established with its encouragement, and the Regional Educational Laboratories, it is helping to organize New York State for educational change.

The Center also maintains liaison with individuals and research centers concerned with the study of change in education throughout the country. Attention recently has been focused on the increasing involvement of private industry in the development of educational technology.

PART IV

EDUCATIONAL ACHIEVEMENT

Several sources of data were examined in assessing the effects of Title I upon the academic achievement of educationally deprived children in New York State:

1. Achievement scores from the New York State Pupil Evaluation Program (PEP);
2. 1968 Evaluation Summary Tables submitted by local school districts;
3. Nine 1968 "Big City" Title I Narrative Evaluation Reports.³

Pupil Evaluation Program

The Pupil Evaluation Program (PEP) was initiated in 1965 as an annual fall testing program designed to assess the achievement status of all pupils in grades 1, 3, and 6, and some pupils in grade 9, in all public schools of New York State. Nonpublic schools involved in Title I programs also use the test. The program consists of a readiness test in grade 1 and reading and arithmetic achievement tests in grades 3, 6, and 9.

National Evaluation Survey. In coordination with the National Evaluation Survey for Title I in the spring of 1968, sixth grade reading and arithmetic scores from the fall 1967, PEP tests were collected on a sample of 2,075 children selected from schools participating in the Survey. Since the National Evaluation Survey was applied to a random sample of school buildings eligible for Title I funds, data collected included test scores for urban and nonurban children representing Title I participants and nonparticipants. The PEP tests were administered in October of 1967, and identification of children as participants or nonparticipants was relative to that time. No information about prior participation was available. The distribution of children by ethnic group, sex, Title I participation, and school location is shown in tables 8 and 9.

Subtests in reading are word recognition and comprehension; in arithmetic they are computation, problem solving, and concepts. Using the many possible combinations of data—ethnic group, sex, participation, school location—36 sets of t-tests were performed for the series of five subtest means and two total means to test the hypothesis that the means of any of the two groups being compared were not significantly different. In addition, a t-test was used to test the hypothesis that the mean of the occupational status of the head of household for participants was no different from that of the mean for the nonparticipants. Significant differences were found: the mean occupational status for urban Title I participants was lower than that for urban nonparticipants, and the same relationship prevailed when the nonurban groups were compared. Thus, it appears that Title I funds are being spent on children of low socioeconomic status. The mean for the nonurban Title I participants was more than one

³

The nine "Big Cities" are the following: Albany, Binghamton, Buffalo, New York City, Rochester, Schenectady, Syracuse, Troy, Yonkers.

standard deviation higher than that for the urban nonparticipant sample, implying that economic deprivation was more pronounced in the urban sample.

All achievement mean comparisons also revealed significant differences: both urban and nonurban Title I participants had lower test scores than their nonparticipant counterparts, indicating that participants had been selected from those with greatest need. Examination of the means for the nonurban participant groups, however, indicated that they were considerably higher than those for the urban groups who were not participating in Title I. This may indicate that the problem which is being attacked under Title I is more severe in the urban than in the nonurban areas. There were no significant differences between the achievement means of participant boys as a group and participant girls as a group.

Table 8

Distribution of National Evaluation Survey Sample
by Ethnic Group

Ethnic Group	Boys			Girls			Grand Total
	Title I	Non-Title I	Total	Title I	Non-Title I	Total	
Negro	250	137	387	267	137	404	791
Puerto Rican	135	64	199	139	65	204	403
White	266	218	484	213	184	397	881
Totals			1070			1005	2075

Table 9

Distribution of National Evaluation Survey Sample
by Community Type

Community Type	Boys			Girls			Grand Total
	Title I	Non-Title I	Total	Title I	Non-Title I	Total	
Nonurban	101	100	201	74	73	147	348
Urban	550	319	869	545	313	858	1727
Totals			1070			1005	2075

White children as a group scored significantly higher than either Negroes or Puerto Ricans, whether Title I participants or not; the latter two groups did not differ from each other. It should be noted that almost all of the Negro and Puerto Rican groups were in the urban sample.

The means of the Title I participants and the means of the non-Title I participants in the sample all were significantly different at the 1 percent level. This difference was maintained when the comparisons were broken down by sex.

Title I eligible buildings compared with noneligible buildings.
Comparisons of the 1967 fall PEP data were made between urban area Title I participating students' score data by buildings (hereinafter referred to as Title I buildings) and non-Title I participating students' score data by buildings (hereinafter referred to as non-Title I buildings) on a statewide basis.

The PEP tests are designed to identify those children whose achievement level is below an established minimum competency. As a preliminary step, a raw score point at one standard deviation below the mean was established as minimum competency for the 1965 test results. On this basis, therefore, 20 percent of the sixth grade pupils fell below the minimum competence level in reading for 1965. In 1966, a uniform achievement level scale was developed, and after confirmation by Department specialists in reading and mathematics, the minimum competence level raw score was adjusted slightly upward to the raw score of the 23rd percentile of all pupils tested that year. The minimum competence raw score remains constant for subsequent years so that children scoring below this point automatically are classified as below minimum competence. Establishing achievement levels on this basis provides a method for evaluating improvement from year to year. Decreases in the percentage of children below minimum competence would indicate improvement, while increases in this percentage would indicate a general decline in achievement levels. For the purposes of analysis, the percent below minimum competence is considered an adequate indicator of the concept "Educational Disadvantage (E.D.)."

The urban Title I buildings have a much larger proportion of children below the minimum competence level than the urban non-Title I buildings. Urban non-Title I buildings have about the same distribution of scores as the State's public schools as a group: approximately 25 percent of the students in grades three and six fall below minimum competence, while slightly more than 50 percent achieve in the average range and slightly fewer than 25 percent are in the above average achievement group. In urban Title I buildings, on the other hand, approximately 55 percent of the third- and sixth-grade students fall below minimum competence, while almost 38 percent are in the average achievement group and about 7 percent fall in the above average range. During the past 3 years, most of the Title I buildings have shown very little change in score distribution, although in some areas there have been increases of 1 to 3 percent in the below minimum competence group. It should be pointed out, however, that the subjects for any year are not the same people who were tested the previous year, and thus the mild increase may be a function of increases either in the separate school buildings involved or in the actual number

of eligible deprived who reside in the various "pockets of poverty" from which the data were collected. If a bright outcome is being sought one might conclude that generally the deprived group would be falling even further behind without the Title I treatment. In addition, two other factors may have a bearing: (a) the type of specialized education offered may be effective only after long exposure, and (b) existing standardized assessing instruments may not be refined sufficiently for assessing the below minimum competence group.

Three-year comparisons. Three-year comparisons were made for the following locations: Albany, Binghamton, Buffalo, Rochester, New York City (separated by the five boroughs of Bronx, Brooklyn, Manhattan, Queens and Richmond), Rome, Rochester, Syracuse, Utica, Schenectady, Troy, and Yonkers. Visual inspection of the reading achievement data for the period leads to the generalization that no striking change in achievement in inner city buildings has taken place.

The one exception to this generalization is the city of Albany; in 1965, 47 percent of its third graders were below minimum competence, while in 1967, only 40 percent were at that level. The sixth grade distribution for Albany indicates that in 1965, 51 percent were below minimum competence in the target area buildings; in 1966, 42 percent; and in 1967, 46 percent. At the other end of the distribution, in 1965, there were 4 percent of the target area students in the above average group; in 1966, this increased to 9 percent; and in 1967, it became 10 percent. Thus, it is to be observed that although there was an increase between 1966 and 1967 in the group below minimum competence, there also was a small increase in the above average group.

Nonpublic school achievement: statewide. A 2-year report of the Pupil Evaluation Program, Educational Disadvantage in New York State, provides a statewide comparison of public and nonpublic school achievement. According to the report, 13 percent of the State's sixth grade children achieving below minimum competence were in nonpublic schools. The pattern of "educational disadvantage" for 1966-67 is the same as that for 1967-68.

To emphasize the comparative problems of educational disadvantage faced by public and nonpublic schools of different types, the Division of Educational Testing computed a rate of educational disadvantage (the percent of pupil enrollment classified as achieving below the minimum competence level). The following listing provides some clues as to which school districts are "seriously overburdened and in critical need of additional educational resources and assistance."⁴

In comparison with 1966-67, the New York City 1967-68 public school educationally disadvantaged rate dropped from 45 percent to 44 percent, and the New York City nonpublic school rate increased from 17 percent to 18 percent.

⁴Division of Educational Testing. Educational Disadvantage in New York State: A Two Year Report of the Pupil Evaluation Program Test Results. State Education Department, Albany, N.Y. December 1968. P. 7.

E.D.
Rate

Type of School

44%	- New York City public schools
32%	- Other large city public schools (Population over 100,000)
23%	- Medium size city public schools (Population 50,000-100,000)
21%	- Small size city public schools (Population under 50,000)
19%	- Small rural public schools (Enrollment under 1,000)
18%	- Large rural public schools (Enrollment 1,100-2,500)
18%	- New York City nonpublic schools
15%	- Village and large central public schools (Enrollment over 2,500)
9%	- Nonpublic schools outside of New York City

Nonpublic school achievement: New York City. Although the Boston College Study, described in Part VII below, was designed to assess participation of nonpublic school children in Title I ESEA programs in New York City, it also provided some specific information on the achievement of these children. Table 10 provides a comparison of the percentages of third and sixth graders achieving below minimum competence over a 3-year period for each of four school groupings in New York City: Title I public schools, Title I nonpublic schools; non-Title I public schools, and non-Title I nonpublic schools. It should be noted that scores are available by building rather than by individual student; thus, not all pupils in a Title I building necessarily are Title I participants.

From chart 2 it may be noted that the proportions of buildings in the four groupings have shifted during the 3-year period. The shifting can be attributed in part to the continued refining of the criteria of eligibility for Title I participation from 1965 to 1967. As a result of the reclassification of Title I eligible schools, both public and nonpublic, fewer children are included in the Title I eligible public schools. It can be observed from the increase in percent below minimum competence, however, that the 1967 group includes a hard core of educationally disadvantaged public school students.

Required Local Evaluation Reports

Local program evaluators are required to assess the effectiveness of their programs and submit the following evaluation reports to the Department's ESEA Evaluation Unit.

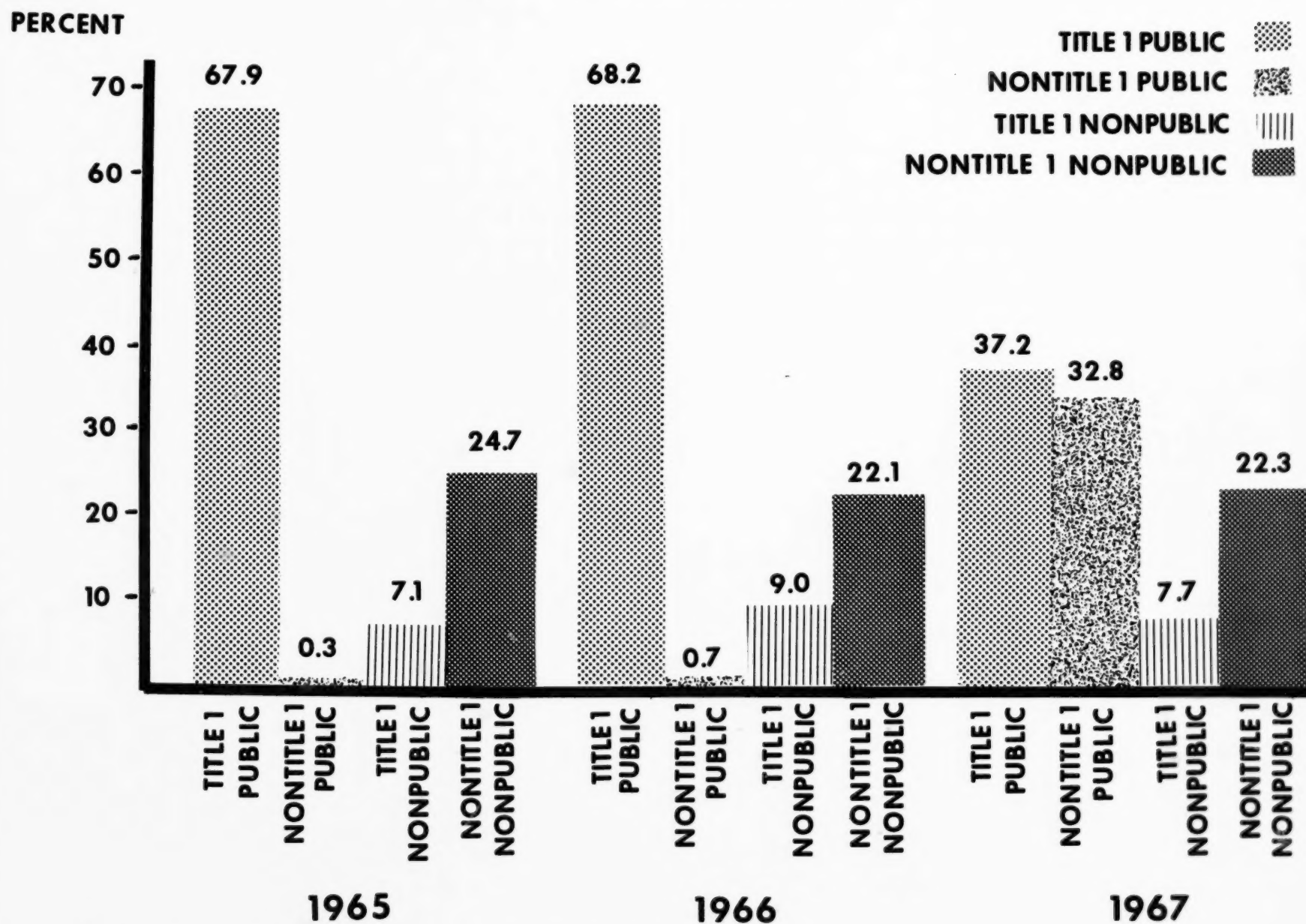
Data processing report. This report supplies statistical data relative to number of participants by grade level and public or nonpublic enrollment, as well as Title I fund expenditures for curriculum development, staff training, paraprofessionals, and nonpublic school participation in planning and implementation of programs. A section of the report is devoted to an evaluation summary table which provides data relative to program emphases (i.e. reading, mathematics, etc.), grade level participation, program objective, primary approach (i.e. tutorial or small group instruction, special activities, supplementary services, etc.), and the type of measuring device used to evaluate effectiveness. The table also provides

Table 10

Results of New York State PEP Tests in New York City

	School Classification	1965		1966		1967	
		Total No. of Pupils Tested	Percent Below Min. Comp.	Total No. of Pupils Tested	Percent Below Min. Comp.	Total No. of Pupils Tested	Percent Below Min. Comp.
Grade 3 Reading	Title I-Public	80,237	44	76,904	47	44,074	62
	Title I-Nonpublic	8,503	26	10,442	28	8,579	29
	Non-Title I-Public	353	24	838	48	33,919	26
	Non-Title I-Nonpublic	28,943	10	25,555	11	25,027	12
	Total Tested	118,036	35	113,739	37	111,599	36
Grade 3 Arithmetic	Title I-Public	80,093	47	76,310	54	43,365	67
	Title I-Nonpublic	8,405	26	10,376	32	8,477	29
	Non-Title I-Public	354	21	778	56	33,993	30
	Non-Title I-Nonpublic	28,304	10	25,147	13	24,833	12
	Total Tested	117,156	36	112,611	43	110,668	40
Grade 6 Reading	Title I-Public	72,701	40	71,543	45	36,519	62
	Title I-Nonpublic	7,542	28	9,097	28	8,014	31
	Non-Title I-Public	325	30	709	55	36,772	27
	Non-Title I-Nonpublic	27,155	11	22,545	12	23,211	13
	Total Tested	107,723	32	103,894	36	104,516	36
Grade 6 Arithmetic	Title I-Public	72,751	41	71,265	47	36,385	69
	Title I-Nonpublic	7,528	29	9,165	33	8,034	40
	Non-Title I-Public	326	25	703	60	36,655	29
	Non-Title I-Nonpublic	26,601	10	22,438	14	23,081	18
	Total Tested	107,206	33	103,571	39	104,155	41

CHART 2
PERCENT OF PUPILS TESTED IN NEW YORK CITY *
BY SCHOOL CLASSIFICATION



* NEW YORK STATE PEP TESTS FOR GRADES 3 AND 6

a rating of effectiveness and an indication of the number of participants showing improvement as indicated by the measuring device used.

Narrative evaluation report. The narrative report provides information about program objectives related to identified educational need, program content and procedures used to meet program objectives, program activities and services beyond those provided in the regular school program, program evaluation as assessed by local evaluators through analyses of data collected, and conclusions by local evaluators.

Summary of Local Evaluation Reports

Statistical data and other information from the above reports are included in pertinent sections of this report. Information relative to achievement and program effectiveness is presented below.

Evaluation summary table. A statewide tabulation of data from the evaluation summary tables indicated that the major area of emphasis in 49 percent of the funded programs was reading improvement. Of these programs, 63 percent had as their stated objective the general improvement of basic skills. The next most frequently stated objective (7 percent) was the improvement of language arts and communication skills. Ranking third in frequency (6 percent) was the objective of improving comprehension skills. The reading programs were distributed by grade levels as follows: Grades 1 to 3, 33 percent; grades 4 through 6, 33 percent; grades 7 through 9, 22 percent; and grades 10 through 12, 12 percent.

A tabulation of the type of measuring device used revealed that 68 percent of all reading programs were assessed by means of some standardized testing instrument. Based on the results of the tests, program effectiveness was rated by the local evaluators as follows: 11 percent, excellent; 27 percent, very good; 23 percent, good. It may be concluded that at least 61 percent of the programs were successful in meeting stated objectives. The three approaches used most frequently in these programs included a generalized reading program, a remedial approach, and a small group or tutorial approach.

Measuring devices other than standardized tests were used to rate the effectiveness of 32 percent of the reading programs. Objective measures such as teacher-designed tests, attendance data, and report card grades were used for 8 percent of the programs; the remaining 24 percent were rated on the basis of subjective measures such as anecdotal records, teacher ratings, parent ratings, or student ratings. Analyses of judgments of effectiveness and approaches used show results similar to those reported on the basis of standardized measurement.

Narrative evaluation reports. As part of the narrative evaluation reports, local evaluators were asked to define "improvement beyond usual expectations" as the phrase would be used by them in assessing program effectiveness. From their responses, it may be concluded that for participating children with below average ability a gain of 6 months in a 10-month treatment period would be considered "improvement beyond usual expectations." For participating children of average ability, a gain of

1 month in achievement for 1 month of treatment would be considered to be "improvement beyond usual expectations."⁵

1968 "Big City" Narrative Evaluation Reports

Of current reports from the big cities, those of Syracuse, Buffalo, and New York City are notable in that they provide some data for comparisons in reading and mathematics achievement.

The report of the Syracuse program describes the achievement of more than 600 children in grades 3 through 6. Criterion measures employed were scores in reading and mathematics using the Iowa Test of Basic Skills. The mean gains in months made by grade level in both reading and mathematics in the 7.5-month program were as follows:

Table 11

Mean Gain Scores in Months by Grade Level

Subject	Number of Children	Grade			
		3	4	5	6
Reading	634	8	7	8	10
Mathematics	604	7	8	7	10

Buffalo's remedial Project Plus provided additional achievement data for reading and mathematics. The project involved 5,017 public and nonpublic school children in grades 1 through 8 (age range 5 to 19 years) in remedial reading and 2,419 public and nonpublic school children in grades 1 through 8 (age range 5 to 18 years) in remedial mathematics. Achievement gains were measured by the California Reading Test and Arithmetic Test which were administered as pretest and posttests in October and in May.

For the 7-month pretest—posttest period, a random sample of 921 participants in the reading program showed a mean gain of 7.7 months while a random sample of 1,656 participants in the mathematics program showed a mean gain of 8.7 months. The local evaluators considered a gain of one-to-one or more as exceptional for the children in this program.

Additional information relative to achievement in New York City schools can be found in reports submitted by the Center for Urban Education to the New York City Board of Education. Evaluations of

⁵There may be some misconceptions at the local level relative to the definitions of remedial programs, diagnostic programs, and developmental programs. If this is true, the data are affected accordingly.

seven programs were conducted for CUE by David J. Fox, Director of the Office of Research and Evaluation Services of the School of Education, City College of New York. Findings of the evaluation studies of the More Effective Schools program and the Open Enrollment program provide data on achievement gains of participants in these two programs.

More Effective Schools. The 1967-68 evaluation of the More Effective Schools (MES) program was focused on the following: (1) facilities and staff provided by Title I funds and an increase in the extent of implementation of the program; (2) evaluative ratings and classroom observations of third and fifth grade classes; (3) standardized reading scores for third, fourth, and sixth grade children; (4) opinions about the program from parents of third and fifth grade children from ME and non-ME schools.

The evaluation study involved all 21 ME schools, 7 non-ME control schools, and 7 "special service" schools. Of the 21 ME schools, 10 were established in 1964 and referred to as old ME schools while an additional 11 schools were established in 1965 and referred to as new ME schools.

Sections of the evaluation findings related to achievement are quoted below:

The observers in this evaluation, for the first time in three evaluations, felt that the small classes in the ME schools were being used with consistent good effect.

.....the ratings of the observational team of educators as in previous years were positive and even laudatory regarding aspects of overall school functioning, particularly in the area of climate and attitude. In these same areas we found positive qualitative evaluations by parents. When all of the differences are combined we develop a profile of the ME school in 1967-68 as a school in which staff and children relate well to each other, to which parents and observers alike are (or would be) pleased to send their children, and in which the instructional process is characterized by more frequent application of many of the organizational techniques currently considered good teaching practice.

This positive profile makes the lack of consistent progress in the academic areas disappointing. The overall level of achievement in the ME schools in arithmetic is no better than it was in 1966-67 or 1965-66, and in reading, the Old ME schools were not consistently different than they had been at the end of the first year of the program although better in some grades than in 1966-67. Consistent progress was shown by the New ME schools, however,

where higher levels of achievement in reading were evidenced in all grades but grade 3 in comparison both to the first year of the program and to 1966-67.⁶

Open Enrollment Program. The Free Choice Open Enrollment Program (hereinafter referred to as O.E.) has been in operation for 8 years. The basic intent of the program is to bring better educational opportunities to minority group students by allowing parents to transfer their children from ghetto schools to schools they deem more suitable. The specific objective of the 1967-68 O.E. program was to improve students' performance in reading and other skill areas. The evaluation study was focused on children's achievement, children's self-images, children's attitudes, parents' attitudes, and additional personnel and services. The evaluation of achievement gain was based on a longitudinal study of reading achievement data for fourth, fifth and sixth grade O.E. and resident children in participating schools. Conclusions relative to achievement and self image during 1967-68 are quoted from the report as follows:

.....the program has succeeded in achieving or sustaining positive impressions and attitudes among its participating children and parents.

.....there is some indication of progress toward normal levels of achievement. For this year the proportion of O.E. fifth graders reading at or above grade level rose from 34 percent in 1966-67 to 45 percent and the proportion of sixth graders at or above grade level continued to approach three-fifths (58 percent).

.....efforts to achieve this improvement have had only positive effects on the levels of achievement of the resident children. Nevertheless, unstable histories of both O.E. and resident students in reading progress suggest that the Board of Education should consider the process by which tests are given, scored and the data recorded in order to validly evaluate reading achievement.

..... the Open Enrollment program is no panacea for improving academic achievement. The fact that class size had not been significantly reduced indicates that O.E. students might require more individualized instruction than most are receiving. Early identification of and special attention to the poor reader who has transferred to an O.E. school

⁶Fox, David J.; Flaum, Lorraine; Hall, Frederick Jr.; Barns, Valerie; Shapiro, Norman. More Effective Schools. Evaluation of ESEA Title I Projects in New York City 1967-68. The Center for Urban Education. November 1968. p. 107.

in search of better instruction, is indicated from these conclusions.

These conclusions while not all of a positive nature would indicate that the Free Choice Open Enrollment program has functioned with some limited success.⁷

⁷Fox, David J.; Stewart, Colleen; and Pitts, Vera. Services to Children in Open Enrollment Receiving Schools. Evaluation of ESEA Title I projects in New York City 1967-68. The Center for Urban Education. November 1968. pp. 48-49.

PART V

ADMINISTRATIVE CHANGES

Since the June 1965, inception of Title I activities in the State Education Department, there have been changes in administrative responsibility for Title I programs. The initial administrative assignment was the appointment of the Coordinator for ESEA Title I on June 24, 1965. During the succeeding 6 months, 3 Associate Coordinators were appointed. During the 1966-67 year, 2 additional professional staff were added to the Office of the Coordinator. In the initial stages of implementation (1965-66), much of the assistance in Title I program planning, review, and evaluation was handled by the existing State Education Department professional staff in addition to regularly assigned duties. At the present time, however, approximately 50 additional full-time professional staff positions are funded under Title I to service the Title I program. A recently conducted Department survey revealed that more than 80 professional staff in over 40 Department units participate in project application review and advisement.

An additional Department thrust has been aimed toward increasing the coordination of ESEA evaluation activities. Recently an ESEA Evaluation Unit was established in the Division of Evaluation. The ESEA staff is headed by a supervisor of education research; it includes one associate in education research, 2 assistants in education research, and an education aide. The responsibilities of the Unit include project application review and approval for ESEA III, ESEA I, and amendment programs for children of migratory workers and institutionalized children in the following categories: handicapped, neglected, or delinquent. In addition the Unit coordinates reporting activities for all of the programs and acts as a liaison in fulfilling additional State and Federal evaluation requirements.

PART VI

**ADDITIONAL EFFORTS TO AID
THE DISADVANTAGED**

New York State has a long-established precedent of funding programs for disadvantaged children which antedates the entry of the Federal Government into the area of compensatory education. Compensatory education programs were initiated by the State to meet the special needs of the disadvantaged and to stimulate local school districts to revamp their educational practices for the benefit of all children. Concomitantly with Federal legislation, New York State has maintained its previous fiscal effort in addition to expanding its programs for the disadvantaged. During 1967-68, while more than \$111 million of Federal Title I funds were allocated as aid to school districts in New York State, more than \$15 million in State funds (or 1 percent of the total State aid to schools for the period) were spent to provide extra programs for more than 17,000 disadvantaged children. Through the use of other Federal funds the State has administered other specialized programs for the disadvantaged.

Programs funded or administered by the State in addition to Title I are cited below and will serve to illustrate the State's awareness of the problems of deprivation and the considerable effort being exerted to arrive at solutions for the problems. Coordination is aimed toward minimizing duplication of effort and maximizing services to the disadvantaged. Further information regarding total State program activities for the disadvantaged may be found in a recent publication, Programs for Progress: Reaching the Disadvantaged.⁸

State-Funded Programs

State funds were provided for remediation, prevention of dropouts, training for occupational skills, correction of racial imbalance, and educating the handicapped.

Project ABLE. Project ABLE had its beginnings in April, 1961, when the Legislature, on recommendation of the Board of Regents, passed an act authorizing the Commissioner of Education to make additional apportionments to selected school districts enabling the districts to undertake programs to identify and encourage potential abilities among pupils from culturally deprived groups. The project is a continuous program of compensatory education for disadvantaged students from kindergarten through grade 12. The act stipulated that the programs could be conducted for a period of 5 consecutive years and be supported by State funds on a matching basis only; after this 5-year period the programs become locally supported. The administration of the project is the responsibility of the Assistant Commissioner for Pupil Personnel Services and is coordinated by the Bureau of Guidance.

Project ABLE has three basic goals:

1. Improving the educational experience and the opportunities of disadvantaged students;

⁸Office of Title I, ESEA. Programs for Progress: Reaching the Disadvantaged. The State Education Department, Albany, N.Y. March 1969.

2. Helping these students develop positive attitudes toward education; and
3. Increasing the number of school staff engaged in educating disadvantaged students.

While specific aspects of the program vary with local needs, the various districts work toward ABLE's objectives by organizing special classes in remedial reading, arithmetic, and other academic areas; by discussing the student's problems, prospects, and progress with parents; and by promoting general understanding of disadvantaged children among the faculty through conferences, workshops, and orientation sessions. During 1967-68, \$483,000 in State funds was used to support the project in 35 separate schools representing 29 districts; 7,754 students were served.

The School to Employment Program (STEP). The School to Employment Program (STEP) was initiated in the fall of 1961. Since then, 56 school districts have participated in the program, sharing expenses on a matching basis with the State Education Department. During the 1967-68 school year, \$483,000 in State funds, matched at the local level, provided programs in 35 districts and served 1,800 pupils.

STEP is a work-study program for potential school dropouts; it was conceived as a partial solution to the problem of widespread unemployment among this population. The program objective is twofold: to improve pupils' capacity to perform successfully as full-time employees when they leave school, and to improve attitudes and self-concept in an attempt to encourage pupils to complete high school.

The pupils spend one-half day in school and one-half day in supervised employment. The Commissioner of Education requires that each pupil enrolled in STEP meet daily for at least one period with a teacher-coordinator. Typically, in addition to the required STEP class, the pupils are scheduled in three other classes and, for the remainder of the day, report to a work station supervised by the teacher-coordinator. The work stations are in either private establishments or public agencies. In the first case, the employer pays the wages of the pupils. In the second case, stipends are paid by the local district.

Correcting racial imbalance. The Division of Intercultural Relations in Education performs several functions: 1) it administers section 313 of the Education Law (The Education Practices Act), which prohibits discrimination in admission to all colleges and universities; 2) it gives technical and financial assistance to school districts to help them initiate and carry out district and school reorganizations to accomplish the desegregation of schools and classrooms; 3) it develops materials and programs and assists school districts in developing programs to provide equal educational opportunity and to improve the quality of integrated education; 4) it conducts surveys and studies to determine the extent to which equal educational opportunities are available to children and young adults of different racial and cultural backgrounds throughout the State; 5) it develops, organizes, and conducts inservice training institutes for teachers and guidance officers, workshops for school administrators, and work conferences for boards of education.

Under the Equal Educational Opportunities Program, the Office of Education of the Department of Health, Education and Welfare approved a grant of \$80,340 to the New York State Education Department to carry out a statewide plan for the implementation of the Civil Rights Act of 1964. The program for 1968, administered by the Division of Intercultural Relations of the State Education Department, was as follows:

1. Followup and give technical assistance to school districts with unresolved school segregation as identified in the recent racial census. There were 41 districts in 1961 and 69 districts in 1966.
2. Provide technical staff and consultant assistance to those districts where desegregation is not a current crisis situation. These services will include developing a desegregation plan, teacher training, and curriculum development.
3. Work with a statewide advisory committee in developing guidelines and criteria for organizing school and classroom for better instruction in desegregated situations.
4. Conduct conferences for administrators and other school officials relating to the role of the chief school administrator in the development of school desegregation plans. Focus will be on sensitivity and skills needed in the successful implementation of programs.
5. Work with appropriate State Education Department personnel administering federally funded programs to ensure that programs are consistent with State policy on racial desegregation. The review of Title I, ESEA, proposals is one example.
6. Organize consultant teams whose chief responsibility will be to assist school districts in resolving problems produced by desegregation.

For the school year 1967-68, the New York State Legislature appropriated the sum of \$3,000,000 to be used for "Experimental Programs for Correcting Racial Imbalance in the Public Schools."

Grants are made to qualifying districts which apply for assistance in meeting the additional costs incurred in projects which are related to the correction of racial imbalance and the improvement of the quality of education in desegregated schools. Twenty-two districts qualified for assistance to defray costs of curriculum development, inservice training, bussing, and the purchase of portable classrooms.

These grants are for one year only and are limited to programs involving public school children. The percentage of the additional costs of the program reimbursed by the State is the district's normal aid ratio, but not less than 50 percent.

Handicapped children. Where local public school districts cannot provide programs for physically handicapped, mentally retarded, and emotionally disturbed children, the State contracts with private agencies to provide the needed services. During the 1967-68 school year, 3,000 children received services at an estimated cost to the State of \$6,500,000.

Orphan schools. State funds in the amount of \$200,000 during 1967-68 were allocated to 13 orphan schools to provide on-campus educational programs for 771 children who were unable to attend local public schools.

State aid for experimental programs. In 1958, New York State established a program of financial assistance to local school districts for the encouragement of experimentation in education, within a tight research design and theoretical framework, to test unproven approaches to instructional improvement. The original legislation provided for assistance to programs involving the quality of education in science and mathematics and the provision of special services or facilities for pupils of greater than average ability. As such programs developed, additional provisions were made for experimentation in other areas of education; financial assistance now is available for experimental programs in science, mathematics, English, foreign languages, the education of the gifted, and the education of the disadvantaged. Other areas also may be included at the discretion of the Commissioner of Education.

Proposals may be submitted by local school districts, Boards of Cooperative Educational Services, and county vocational education and extension boards. The State Education Department also may develop projects in areas of needed research and encourage interested school districts to participate. Projects may involve one or more school districts. Financial assistance is granted according to State-aid ratios based on the cost of the project in excess of normal school expenditures. All projects are guaranteed a minimum of 50 percent of excess costs.

Some experimental projects currently operating under the program of State Aid for Experimental Programs are described below.

1. Parental Participation

The Wyandanch Public Schools are conducting a program to encourage the involvement of the parents of first grade children from a depressed area in the actual learning experience of the first grade. The effects of parental participation on the attitudes toward learning of both parents and children and on the first grade achievement of the children are being examined.

Parents were introduced to the project by means of small group meetings in homes, in churches, and in the schools during August 1967. These were followed by informal meetings supervised by a visiting teacher and three project staff members. Parents who did not attend group meetings have been visited in their homes by the project staff. In addition, each first grade class has held two teas for parents and children at which the work of the school has been discussed. Parent-teacher conferences are held twice during the school year, and a monthly newsletter has been sent to

each parent. Homework assignments which actively involve the parent have been developed.

2. Preschool

Although the majority of Head Start and Title I preschool programs in the State have operated during the summer, the number of year-round child development centers is increasing. At present, the appropriation for the New York State Experimental Prekindergarten Program is used only for year-round programs, the purpose being to prevent later need for remedial work. The State Education Department's Bureau of Child Development and Parent Education reviews applications for these projects, makes recommendations, and offers consultant help to schools in planning and carrying out the programs for children and their parents. Staff members visit the schools, observe the classrooms, confer with school faculty, and provide assistance in planning inservice education for teachers and aides.

Major objectives of the program are to foster the intellectual development of the child and to increase his understanding of the world and his ability to cope successfully with it. Since parents are indispensable to the educative process, their participation is encouraged actively. The programs, both half-day and full-day, are supplemented by the professional skills of trained social workers and school nurse-teachers. Children's health receives paramount attention; among other services, full medical evaluations and enriched snacks, breakfasts, or lunches are available.

3. Extended Readiness

Five Long Island school districts, in cooperation with the State Education Department, are examining the effects of a 2-year extended readiness program on the academic achievement of children judged not ready for the learning experiences of a traditional first grade.

The children's preparation for learning is continued for as long a time as each child requires before formal learning experiences are introduced. The children remain in the same class with the same teacher for the entire 2-year period; there are approximately 20 children in each class. After the 2-year period, each child is assigned to a traditional second or third grade class.

Federally Funded State Programs

Many programs currently being operated in New York State receive funding under ESEA as well as other Federal programs such as the National Defense Education Act (NDEA), and the Vocational Education Act of 1963. ESEA funds are used for summer enrichment activities, preparation for college, and provision of curriculum materials. NDEA provides funds for guidance and enrichment programs. Funds authorized under the Vocational Education Act and section 15 of PL 88-210 are used mainly to provide additional programs for occupational training.

Elementary and Secondary Education Act of 1965. Programs conducted in conjunction with the provisions of this Act were the following:

1. Project PEP

Project Programs to Excite Potential is a summer enrichment program partially funded under Title III, ESEA which serves 200 disadvantaged eighth and ninth grade pupils from the largest urban areas of New York State. Local Title I funds are used to provide transportation and other services. The pupils live for 6 weeks on the campus of Skidmore College in Saratoga Springs and participate in music, ethnic and modern dance, ballet, dramatics, literature, arts and crafts, and recreational activities. Project PEP is designed to arouse the student's interest in education by providing stimulation in the creative arts and developing the will to learn and participate in educational activities.

2. Collegiate Educational Opportunity

Educational opportunity programs on the postsecondary level are designed to enable capable students from disadvantaged backgrounds to attend colleges and universities in New York State. The programs are designed to raise the educational level of the population and consequently to assist in the broadening of occupational and professional opportunities for New York State citizens. Programs are now underway at colleges and universities throughout the State, and, contingent upon the availability of funds, new programs are planned.

3. Secondary School Curriculum Materials

The Bureau of Secondary Curriculum Development has as its main function the preparation of curriculum materials for teachers of grades 7 through 12. In addition, the Bureau reviews curriculum-related Title I proposals and locally developed curriculum guides. Consultant service is provided to local school personnel who request aid in planning programs for the disadvantaged. During the 1968-69 school year, the Bureau produced a publication, Consumer Education, Materials for an Elective Course,⁹ which encourages local school personnel to increase the relevance of coursework for the disadvantaged through the use of consumer education materials. Such content is being used in business education, home economics, and social studies, as well as in newly designed courses.

Comparable materials are being developed for the area of citizenship education. Emphasis will be placed on problems of practical government, with a special focus on the development of respect for law and order. Another curriculum project relevant to the education of the disadvantaged has produced new health

⁹ Bureau of Secondary Curriculum Development. Consumer Education, Materials for an Elective Course. State Education Department, Albany, N.Y. 12224.

syllabus materials about alcohol, drugs, narcotics, and smoking; additional health-related materials are being developed.

4. Instructional Materials Production Center
for Teachers of the Disadvantaged

In October 1966, the State Education Department opened the Graphics Center in Watertown. The Center is an instructional materials production facility specifically for teachers of the disadvantaged.

In its 2 years of operation, the Center has produced more than 5,000 overhead transparencies, 1,000 color slides and photos, and a variety of other graphic materials. Operated by a full-time director and part-time student help, it serves over 6,000 students and 400 teachers in 13 of the city's 17 schools. The Center's program also includes inservice training in the use of the materials produced.

The project was initiated with funds from Title I, ESEA, and matching local funds. After June 1968, the program was completely supported by local funds. Federal support is being used to start a similar facility in Cayuga County under the direction of the Board of Cooperative Educational Services.

Vocational Education Act of 1963. The Act provides funds for the operation of the following:

1. Project GOT

Project Guided Occupational Training was designed to assist intellectually and educationally handicapped students from deprived socioeconomic areas. Project GOT was funded under section 4(a) of the Vocational Education Act of 1963, and provided occupational and educational experience to those students who were deriving little benefit from traditional approaches. At the same time, the project provided short-term occupational education to those students in urban areas identified as being without constructive interests, employable skills, or an occupational objective.

2. Project COVET

Project Collegiate-Vocational Education Training was designed to give intensive counseling service to vocational high school students in a low socioeconomic area.

The project, conducted at Eli Whitney Vocational High School in New York City during the 1966-67 school year, was aimed at encouraging the disadvantaged student to seek postsecondary occupational training and especially to become aware of opportunities available in the community colleges. Having been successful the first year, the program was funded for the school year 1967-68, including additional vocational schools and emphasizing remedial mathematics and English skills.

3. Summer Occupational Education Programs for Unoccupied Youth

During the summer of 1967, short-term occupational education programs were made available in the large cities to youth identified as being without constructive interests. Potential high school dropouts, unemployed out-of-school youth, seniors who had not made an occupational choice, and high school students who lacked employable skills were eligible to participate in a variety of instructional programs designed to develop basic employable skills and to establish or reaffirm an occupational objective.

National Defense Education Act. The following two projects were conducted under the auspices of this Act.

1. Educational Materials Project

An Educational Materials Project was instituted in New York City to develop primary source readings for secondary teachers in sub-Saharan African cultures. The readings included source materials in social structure, value systems, literature, poetry, and political and social problems.

2. Project Re-Entry

Title V of NDEA supported project Re-Entry, which was a summer counseling and enrichment program designed to encourage potential or recent dropouts to remain in or return to school.

Section 15, PL 88-210. Section 15 of Federal Public Law 88-210 made funds available for a Vocational Work-Study Program in major urban areas. Funds provided part-time employment while the students participated in vocational education programs.

PART VII

NONPUBLIC SCHOOL PARTICIPATION

The nature and extent of participation of nonpublic school children in ESEA Title I programs is embodied in Federal law. To assure adherence to the Federal legislation the Office of the Coordinator, Title I, ESEA, has published ESEA NOTES (New Opportunities Through Educational Services) periodically since April 1967. The first issue, "Guidelines for Participation by Children Enrolled in Private Schools in Title I ESEA," was distributed to public and nonpublic school officials throughout the State. To re-emphasize the content of the regulation insuring the provision of services to nonpublic school children, the following points were restated:

1. Each school district shall provide services designed to meet the special educational needs of educationally deprived children residing in its district and enrolled in nonpublic schools.
2. The needs of these children, the number who will participate, and the types of services to be provided are to be determined after consultation with public and nonpublic school officials.

In December 1967, to assist in carrying out the mandated program, an Associate State Coordinator for Title I ESEA was given additional specific responsibility to act as a liaison between the nonpublic schools and the State Education Department in regard to Title I ESEA programs and services.

By legal definition, there are no nonpublic school children in New York State in the summer; districts conducting summer school programs offer services to eligible children regardless of their regular school year enrollment. In the 1967-68 school year, 61,178 nonpublic school children participated in Title I activities. Of the districts conducting regular school year Title I programs, 42 percent included nonpublic school children. Some districts have no nonpublic schools within their boundaries, while others have no nonpublic schools in the target areas. About 60 percent of the nonpublic school pupils served reside in urban areas.

Most programs for nonpublic school children were conducted during the school day; some were offered after school. The areas of greatest participation by nonpublic school children were the following: pupil personnel services; reading; enrichment activities (field trips to cultural centers and museums); mathematics; art; health, physical education, and recreation. Services offered to nonpublic school children usually were the same as those provided to the public school children.

Questionnaire responses from districts containing large numbers of disadvantaged nonpublic school students indicated that the needs of nonpublic school children and the types of programs to meet these needs were determined cooperatively by local public school officials and representatives of nonpublic schools.

Joint planning sessions and subsequent evaluation meetings were scheduled regularly to assess program progress and achievement in the light of planned objectives. This approach to joint planning, supplemented by

frequent informal dialogue, was deemed satisfactory, and no change is contemplated in most districts.

New York City

Since one-half of the State's nonpublic school population and one-third of the public school population are subsumed under the Board of Education of the City of New York, problems there are more complex than in the rest of the State. Relevant data from two major sources are available. One source is the Title I material submitted by the Board of Education of the City of New York to the State Education Department and includes project applications and reports. The other source is, A Study of the Participation of Nonpublic School Children in Title I ESEA Programs and Services in New York City,¹⁰ submitted in October 1968, to the Commissioner of Education of the State of New York by a team of Boston College educators.

Material submitted by the Board of Education. Information received from the Central Board indicated that the structure to assure joint planning between public and nonpublic schools was somewhat more formal in New York City than in other districts of the State. The Office of State and Federally Assisted Programs of the New York City Board of Education reported that a Standing Committee had been established to promote a spirit of cooperation in Title I programs between officials of public and nonpublic schools. The Standing Committee, composed of representatives of both public and nonpublic schools, met once every month to discuss current programs and problems, including questions of policy and practices such as eligibility criteria, staffing of Title I schools, the use of Title I materials, and project participation. The Committee acted in an advisory capacity only in that it might recommend programs to the Central Board, which made all final decisions about program structure and funds to be allocated. As a result, the nonpublic schools could receive the project requested, a different project, or no project at all. The Central Board cited project rejection or revision as the major cause of problems between public and nonpublic school officials. Although all final decisions were made by the Central Board as mandated by law, the nonpublic school officials showed a willingness to cooperate within the limits of the law and guidelines.

As a result of the joint planning in 1968, more than \$3 million was allocated for programs designed to meet the specific needs of eligible nonpublic school children. The programs and funds allocated are shown in table 12.

Some Title I projects were planned at the decentralized district level with the program proposal submitted to the Central Board for approval. In these instances, the cooperative planning effort was between the district superintendent and officials of nonpublic schools located within the boundaries of the local district. For fiscal 1968, decentralized

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Nuccio, V.C., Walsh, J.J., Murphy, P.J., and London, Karne C. A Study of the Participation of Nonpublic School Children in Title I ESEA Programs and Services in New York City. Boston College, Chestnut Hill, Mass.

project proposals submitted for consideration to the Office of State and Federally Assisted Programs of the Central Board contained the signature of the appropriate nonpublic school official in the district as well as the signature of the district public school superintendent. This local administrative procedure was designed to assure the New York City Central Board of Education that the nonpublic school officials were aware of the project being proposed, but the procedure did not affect ultimate approval or rejection by the State Education Department.

Table 12

ESEA Title I Programs and Funds in 1967-68
for New York City Nonpublic Schools

Programs	Funds
Achievement Tests in Reading and Mathematics	\$ 62,798
Educational Field Trips	107,515
Corrective Mathematics	724,441
Corrective Reading	913,677
Speech Therapy	309,875
Guidance - Clinical Services	760,866
English as a Second Language	100,900
Services for the Handicapped	119,379
TOTAL	\$3,099,451

The Office of State and Federally Assisted Programs indicated that Title I participation has resulted in substantial changes in the education provided nonpublic school children. Pupils now receive remedial help from teachers trained as specialists in reading, mathematics, and speech therapy. Trained guidance personnel and psychologists are available to both pupils and parents during the day and evening hours. Non-English-speaking pupils receive special instruction from teachers fluent in their native tongues. Professional assistance is available to both mentally and physically handicapped pupils. Cultural enrichment experiences are a part of the nonpublic school program. Prior to Title I, many of these services were not readily available to the disadvantaged child enrolled in a nonpublic school.

Boston College Study. At a cost of \$59,940, the New York State Education Department contracted with a group of Boston College educators to study the problems related to the involvement of eligible nonpublic school children in ESEA, Title I programs in the New York City Schools. The report was published in October 1968. Four basic objectives were defined for the study:

1. To examine the role of nonpublic school representatives in planning and evaluating Title I programs;
2. To examine the level, direction, and quality of communication and dialogue between the representatives of public and nonpublic education in New York City subsequent to their involvement in Title I of the Elementary and Secondary Education Act;
3. To study the comparability of programs provided for public and nonpublic school children; and
4. To examine the criteria for participation in such programs.

The study consisted of two major types of research activity: the study and evaluation of documents from both State and local sources (project applications, evaluation reports, guidelines, and policy statements); and the conducting of structured interviews with administrators and principals of both public and nonpublic schools and with knowledgeable and interested citizens. The study group did not regard its report as totally comprehensive, since it was felt that many needed data were incomplete. The specific findings are summarized as follows:

1. Planning and Evaluation

All decision-making power relative to projects implemented, revised, or rejected rests at present with the New York City Board of Education. The Central Board of Education has not consulted with the committee of nonpublic school officials, nor has any member of the Central Board attended a citywide public hearing on proposed projects. Evaluation is the sole responsibility of the Office of Research and Evaluation of the Board of Education of the City of New York, and nonpublic school officials neither participate in the evaluation procedures nor have the opportunity to attach evaluation statements to reports.

2. Communications

Cited most often by nonpublic school officials as a source of frustration is the total lack of communication with the Board of Education, which has retained all decision-making power. In addition, a communications lag between participating units—nonpublic schools, public schools, decentralized districts—and the Board of Education has resulted in misunderstanding and confusion relative to the role of liaison consultants. The lack of communication between nonpublic school officials and representatives of the Council Against Poverty has resulted in resentment on the part of nonpublic school personnel toward what is viewed as the greater "political" influence of the Council Against Poverty on decisions of the Board of Education. Differences in administrative behavior of district superintendents and differences in administrative behavior, policies, and regulations of various religious orders operating nonpublic schools have made coordinated effort more difficult.

3. Comparability

Although the available data are conflicting, indications are that public school children receive priority consideration relative to the assignment of teachers and the allocation of available equipment and materials. Nonpublic school officials claim that the policy of holding after-school programs on public school property prohibits comparable participation by nonpublic school children.

4. Criteria

Nonpublic schools offer vastly less formal information regarding student eligibility than that required of the public schools. When nonpublic schools apply more professional methods of ascertaining eligibility, fewer nonpublic school children may qualify for Title I programs, but those who do participate should do so to a greater degree. The findings of this study still are being evaluated by both the New York City Board of Education and the State Education Department.

PART VIII

TEACHER AND TEACHER AIDE
TRAINING PROGRAMS

The State Education Department participated in a variety of programs designed to reinforce the Title I effort in the State. The Department sponsored staff development activities conducted by local school districts, programs coordinated through local colleges and universities, and programs funded under Title III of the National Defense Education Act and designed to train teachers for urban areas.

Local School District Programs

During the 1967-68 regular school year, 5,419 teachers in 136 districts participated in inservice training programs and 190 districts provided training for paraprofessionals. The New York City school system conducted inservice training for 4,636 teachers and 2,217 paraprofessionals to better equip them for their respective roles in providing compensatory education for the disadvantaged child. The training sessions emphasized a reexamination of attitudes, instructional techniques, evaluative procedures, and expectations as applied to the disadvantaged child. Some seminars and workshops represented a coordinated training program for both teachers and teacher aides.

Of particular interest in a discussion of training programs is the School University Teacher Education Center (SUTEC) funded under Title I by the New York City Board of Education. SUTEC was a demonstration project jointly planned and operated by the Board of Education and the Department of Education of Queens College; it was designed to assess the effectiveness of a school-housed teacher education center in the preparation of teachers for service in disadvantaged urban areas. SUTEC represented an attempt to train teachers of the disadvantaged, using an operating elementary school as a focal point. It was hoped that the SUTEC program would provide a nucleus of teachers better prepared for service in schools in the disadvantaged urban communities of New York City. The prototype urban education facility was designed to reflect community problems and needs and was expected to enhance pupil achievement and to increase general satisfaction with school.

Title I Programs Sponsored by the State Education Department

One program sponsored by the State Education Department was designed specifically to train paraprofessionals to serve in impacted urban areas. Three other programs had as their function the preparation of teachers to cope with problems specific to compensatory education activities.

Auxiliary Educational Personnel Workshop

A 6-week summer program in the Utica School District was designed to upgrade the quality and scope of services provided by auxiliary personnel serving as teacher aides in inner city schools and to provide training and background for those wishing to qualify for these positions.

The 25 trainees came from local schools, the Head Start Program, the Child Care Center, and other similar organizations in Utica; they had varying educational backgrounds. They received instruction in the areas of clerical skills, human growth and development, classroom skills, audiovisual aids, recreation leadership, and library aids. Each participant also was given field experience in the Utica elementary school summer classes.

Utica College is conducting a followup study of the 23 trainees who are working in the Utica schools.

Programs for Prospective Teachers

During the summer of 1967, and the 1967-68 school year, Syracuse University, in cooperation with the Department's Bureau of Inservice Education, conducted two programs designed to train teachers of disadvantaged youth.

The supervision of elementary student teachers in urban schools. During July and August, a workshop was held at Syracuse University to develop and test several new approaches to the relationship between cooperating teachers and student teachers. The 20 participants considered problems specific to urban instructional situations. A subsequent evaluation of program effectiveness is planned.

Five-year program in urban training. This program at Syracuse University was aimed at improving the preparation of elementary teachers to work with disadvantaged youth. A selected group of 15 undergraduates received training in the methods, materials, and philosophy of urban teaching which had been developed over the past 3 years in the Urban Teacher Preparation Program at the university. Direct field experiences during the junior and senior years and a fifth-year internship in inner city schools provided opportunities to develop the attitudes, understanding, and skills needed for teaching the disadvantaged.

Collegiate Programs for Inservice Education

Summer and academic year institutes and workshops were held at selected higher education institutions in the New York City and Buffalo metropolitan areas. The objective was to aid teachers' effectiveness in such areas as science, social science, methods and materials, guidance, nature and needs of the disadvantaged, the Puerto Rican community, English as a second language, and the use of music in teaching disadvantaged children.

Regional Program for Training Instructors of Inservice Courses

A summer workshop served as the vehicle for training instructors to lead inservice education programs for teachers of the disadvantaged in their respective school districts. A staff member from each participating school district attended a summer workshop at a collegiate institution.

The program included such areas as identifying the disadvantaged child; the role of the school in working with the disadvantaged; skills and methods for working with the disadvantaged; and skills and materials necessary for developing, coordinating, and teaching an inservice course for teachers of the disadvantaged. Upon completion of the program, the trained instructor was prepared to conduct a 15-week inservice program for local staff members.

State Education Department Programs Sponsored Under the National Defense Education Act

The three State Education Department programs funded under Title III of the National Defense Education Act were designed to enhance the expertise of teachers in dealing with African culture as it pertains to New York State curriculums.

Inservice Course for Teachers

Teachers in the Elmira-Horseheads area participated in an inservice course on the subject of nation-building in the new African states. The objective was to prepare teachers to use the new ninth grade social studies syllabus recently issued by the State Education Department.

Three local school districts cooperated in offering the course to 36 teachers who attended a total of 12 sessions between October of 1967 and March of 1968. The sessions were conducted by experienced professors at several colleges in central New York.

Seminar in African Art and Music

The inservice seminar provided a program in African art and music. It was limited to teachers and supervisors of music and art teaching in New York State public or private elementary and secondary schools.

Center for East African Studies

A program in East African Studies was established at Syracuse University to assist several African graduate students and returned Peace Corps volunteers in their assignment to a number of junior and senior high schools in Syracuse, New York. The students served as resource personnel for teachers and students and aided the schools in their efforts to strengthen understanding of sub-Saharan African Civilizations, cultural achievements, and social and political structures.

PART IX

PARENT AND COMMUNITY INVOLVEMENT

As a direct result of the requirements of Title I, continued efforts have been made to effect the participation of community action agencies and parents in the planning and implementation of educational programs which reflect the needs of target areas.

Community participation in planning and implementation is particularly critical in the major urban centers of the State. Evidence available from Rochester, Buffalo, and New York City provides considerable information relative to participation in the implementation stage, but information regarding participation in the planning stage is limited, with only attendance at meetings and communication problems cited. Specific examples of contributions to program design and content offered by the community and parent participants would be of value in determining the effectiveness of community involvement in program development.

Rochester

The City School System of Rochester has implemented a Family Nursery Program to meet the specific educational, social, and psychological needs of 3- and 4-year-old children from disadvantaged families. A unique method of encouraging parent participation was the forming of a 5-man Father Corps to provide leadership in encouraging parent and community involvement. The activities of the Corps included home visits and repair of nursery school equipment. In addition, the fathers organized and conducted parent meetings designed to:

1. Encourage preschool education in the home;
2. Increase awareness both of the needs of the child and of the value and use of educational play materials in the home;
3. Improve communication and understanding between parent and school.

The Rochester School District's experience with the Father Corps has led to the further application of this concept as a vehicle for parent and community involvement in other educational efforts for the disadvantaged child.

Buffalo

Project Early Push, sponsored under Title I by the City School District of Buffalo, made use of Parent Councils organized at the school building level. The councils served in an advisory capacity to the school district and served as a means to disseminate information to the community. As a result of the experience with the Parent Councils, a regular newsletter was sent to parents further to disseminate information and encourage interest and participation. As in the Rochester Family Nursery Program, not only did the children receive educational benefit, but the program also was intended to promote parental understanding of children's early educational needs and the use of educational play materials and games as supplements to the Early Push project.

68/69

New York City

Of New York City's \$71,000,000 allocation, \$16,000,000 or 23 percent was allocated to 29 of the 33 decentralized district superintendents in the New York City school system to develop programs tailored to the special needs of each district. As a result, 523 decentralized projects were implemented in the 1967-68 fiscal year.

From a legal point of view, the Board of Education was required to consult with the Council Against Poverty to assure that Title I projects were coordinated with those of the Council Against Poverty, though neither the Board of Education nor the Council Against Poverty had veto power over the programs of the other. As a result of decentralization efforts for the school system, the requirement for consultation with the authorized community action agency was delegated to the superintendents of the decentralized districts, who were charged with the responsibility of initiating and encouraging community and parent involvement in submitting plans for projects. However, proposals transmitted to the Central Board for approval constituted the district superintendent's assessment of the district needs and may or may not have reflected the complete agreement of the local community. The Central Board retained final authority and responsibility for all programs and expenditures under ESEA Title I.

Under contract to the Central Board of Education of the City of New York, the Center for Urban Education (CUE), under the direction of Roscoe C. Brown, Jr., undertook an evaluative survey of decentralized projects. The focus of the survey was on the process of community involvement in the initiation of project proposals, in the decision-making procedures, in program implementation, and in program evaluation. Pertinent sections of the report are quoted as follows:

.....the District Superintendent or Title I Coordinator and the community representatives of the anti-poverty agencies in each of the districts that had decentralized projects were interviewed. The one exception was the Ocean-Hill Brownsville District where it was decided not to conduct interviews since the controversy that involved that community and the Board of Education had erupted by the time the interviews for the district were scheduled.

The interviewers were provided with a guide for questioning school officials and community representatives to provide information about initiation of projects, program plans for evaluation, and suggestions.

Most of the school officials interviewed were Title I Coordinators. The school personnel were interviewed first, and then the community representatives who had worked with the school officials to develop the projects were interviewed.

Data on program objectives, personnel, and cost for each of the approved decentralization projects were obtained from the compiled list of projects provided by the Central Board of Education. These data were analyzed to determine the types of projects and the cost of the projects according to the following categories: professional personnel, and paraprofessional personnel, equipment, supplies and total cost.

Analyses were also made to determine districts where harmonious relationships existed between the school and community.¹¹

The specific findings of the study are quoted as follows:

1. The 356 projects were classified into 21 content categories. The number of projects in each category beginning with the largest was: After-School Study Centers (66), Reading and Language (35), Community Indigenous (25), Guidance (25), Teacher Training (25), Homework Helper (24), Special Help (16), Library Aides (14), In-School Work-Study (6).
2. The amount budgeted per district ranged from the largest allotment of \$1,083,793 for 116,152 pupils to the smallest of \$69,814 for 6,410 pupils. The largest proportion of each budget was for professional staff and the next largest was for paraprofessional staff.
3. The discussion to plan the projects were generally initiated by the District Superintendent's office or the Title I Coordinator at the request of the District Superintendent. The decision as to who would participate in these discussions was generally an outgrowth of preliminary discussions between the school personnel and the community representatives. The average number of project proposals submitted was between 21 and 35, with some districts considering more than fifty projects. Both the school and community respondents said that there was inadequate time to develop the final proposals. The community representatives thought that they contributed to the initiation of more projects than did the school personnel, most of whom saw projects as the result of joint

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Brown, Roscoe C., Jr. Evaluation of ESEA Title I Projects in New York City 1967-68: District Decentralized Title I, ESEA Programs. The Center for Urban Education. New York, N.Y. December 1968. pp. 11-12.

efforts. The community representatives reported that there were some disagreements between the school and community that were not resolved, while the school officials felt that there were few unresolved disagreements.

4. Recruitment of personnel, payroll, supplies and lack of sufficient time for planning were identified by both school and community respondents as the main problems in operating the projects. Some programs were modified after they had been initiated as a result of scheduling problems and personnel or budget changes. Both the school and community respondents said that plans had been made for continuing participation of the community in operation of the programs, though opinions differed as to how well this was being done. There seemed to be a good deal of jockeying among community agencies for influence in the various programs. Community groups also expressed differences about priorities for various projects.

5. Both groups agreed that there was conflict between Board of Education guidelines and the Council Against Poverty (C.A.P.) guidelines. Conflict between the guidelines of these agencies posed real problems. The C.A.P. guidelines seemed to suggest that the community agencies would actually have veto power over projects approved. The Board of Education guidelines made it quite clear that this is not intended by the ESEA.

6. When the interviews of school and community respondents were compared to determine the degree of harmony between the school and community on the decentralized projects, nine districts revealed good harmony, 14 districts showed fair harmony, and eight districts reflected poor harmony. The poor harmony districts were in areas of the South Bronx, Bedford-Stuyvesant, Harlem, and the Lower East Side. It was found that the poor harmony districts sponsored more experimental and enrichment projects than did the good and fair harmony districts. One possible explanation of poor harmony is the pressure of the community to create different kinds of educational programs and the resistance of school officials to such changes. Another point of contention was the desire of some community groups to have decision-making powers regarding the selection of personnel.

7. The results of this evaluation show that community participation in the development of Title I projects produces more projects which involve parents and indigenous community residents and more projects which stress educational innovations. The data show that the degree of conflict was greatest where there were more innovations and where there was a greater demand for community involvement. The study reveals that good ideas can emerge from the dialogue between school officials and community representatives.¹²

The original evaluation design called for additional data, i.e.; (a) the number of decentralized projects designed to include a self-evaluation (accomplished by personnel of the district involved in the program); (b) data on project outcomes including pupil achievement; and (c) increased teacher competence. These and similar variables were not included in the final report submitted by the Center for Urban Education.

The remaining \$55,000,000 New York City Title I allocation was directed toward 35 programs planned and administered through the Central Board of Education and operating in all poverty districts in the city. One of these was a Reading Improvement Program designed to obtain parent participation and involvement in early childhood education. The program assumed different characteristics in the 29 districts while adhering to the overall objectives and general format designed by the Central Board of Education. The general objective of the program was to assure that the reading education program in the school would be supplemented and reinforced in the home. In this regard, parents participated in the program in 3 ways: workshops conducted by professionals, workshops conducted by paraprofessionals, and home visitations and consultations by paraprofessionals. The workshops for parents and the visitations included demonstration and construction of special materials and sources of other materials for use by the parents in the home, discussion of homework assignments, and explanations of new techniques in reading. To encourage parent participation in the workshops, baby sitting services were offered. Although it is not possible to evaluate the resultant improvement in the reading achievement of the children at this early date, professional observers did identify examples of improvement in parent-teacher relationships resulting in increased mutual understanding of the children's needs.

An additional indicator of effort toward community involvement in the total educational effort by the New York City school system was an extensive Title I project with the specific intent of recruiting and training nonprofessional personnel from disadvantaged neighborhoods for careers in the New York City schools. The Educational Careers program was instituted in poverty area schools and involved the employment of local residents as assistants to teachers in kindergarten classes as well as the provision for continued training and development for career and promotional opportunities.

¹²Ibid. pp. 58-59.

Administration of the project was handled by the auxiliary Educational Career Unit of the Central Board with participation by the various community colleges and the City University of New York. The initial group was composed of approximately 900 educational assistants in 220 schools. About 50 percent of these were upgraded from incumbent paraprofessional positions and the remainder recruited through the efforts of local community action agencies.

Reports from participating schools indicated that the liberation of teachers from noninstructional tasks has provided many more opportunities for experimentation and innovation. As evidenced by responses to questionnaires administered to teachers and assistants, the program has resulted in a marked increase in school-parent communication. At the same time, the program has provided new educational and career opportunities for paraprofessionals.

PART X

CONCLUSIONS AND RECOMMENDATIONS

The initial thrust of Title I nationwide was such that there appeared to be more money than worthwhile projects available to be funded. Part of the initial funding was thought to be "seed money," that is, money to be used by local districts for experimentation and research at the local level. Historically, the application of funds in this fashion has led to a general improvement in the state of the art to the point where good or worthwhile proposals exceeded the money available to support them. To a degree, the Title I program has followed this pattern and is encountering some of the same problems.

The Elementary and Secondary Education Act of 1965 was unique in that it sought specifically to assist a selected portion of the population to overcome the effects of deprivation on educational achievement which had been suffered for generations. In some quarters, it was felt that the task would take in excess of a few years. At the same time, some authorities have pointed out that schools alone, regardless of the nature of the effort exerted, cannot solve the problem of deprivation. The educational effort must be assisted by the efforts exerted in solving among others, the problems of housing, zoning, labor, and minimum wage.

In the final analysis, the success of Title I can only be measured in terms of improvement in achievement level of children served. In New York State, the problem of evaluation of Title I efforts has been compounded by the fact that the PEP testing program was developed during the early stages of Title I activities and that scores were normed both near the end of the first year of program activities and again during the early portion of the second year's programs. Thus, a treatment period had been offered to some of the children tested, prior to norming. Many authorities have expressed the opinion that existing testing devices are not suitable for measuring the achievement level of the deprived population hard core. This point is well taken especially in those instances where students "zero out," that is, show a score of zero on the pretest as well as the posttest. Finally, regardless of the years involved, data available for this report are for only one and one half years of Title I program activities and, much of the data are secondary or tertiary in nature since they are collected and interpreted at the local level and submitted to the State for consolidation and compilation.

Regardless of the nature and limitations of the data, the following conclusions may be drawn:

1. The State has a history of attempting to solve the educational problems of the deprived which antedates the ESEA Program.
2. The Department has exercised considerable care in attempting to avoid duplication of effort or overlapping of services by the many compensatory programs.
3. Statewide, the PEP test results indicate that the "hard core" cases of the deprived who are classified as below minimum competence are not quite managing to maintain their place.

4. When the Title I effort is analyzed by locally administered standardized measuring instruments and interpreted at the local level, selected "treatment" activities, such as reading, appear to be having a positive effect and that small but steady gains are being made.

Several recommendations seem clear:

1. The Department should give some thought to the concentration of funds from all sources for service to a selected experimental group. The major objective would be to provide a total unified effort in solving the problem.
2. The PEP test data should be further refined so that the progress of individual children may be followed as opposed to following groups of children.
3. A longitudinal study is warranted.
4. The mechanics of specific programs or treatment periods will have to be identified and intensively reviewed.
5. Test designers should be asked to consider the alternatives of more sensitivity in the lower end of the minimum competence scale in order to measure gain if it in fact occurs.